

3 August 1972

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : IG Survey of the Central
Reference Service

1. I have reviewed both the IG Survey of the Central Reference Service and your own comments. This memorandum is in response to your request for my reactions to the survey.

2. In general I believe the survey to be a thoughtful and useful piece of work. Many of the more pressing issues involving CRS management are quite properly identified and adequately discussed. I do think, however, that the survey does not give adequate recognition to the marked improvements in the management of CRS, most particularly in the personnel management and training or career developments. The IG Survey shows--and correctly--that CRS still has a way to go. More to the point, however, is that CRS management is taking very positive action in these fields.

3. Although the survey has a few complimentary remarks about the improvements which have taken place in CRS since the previous survey, on the whole the sheer volume of criticism tends to mask the degree of improvement which has taken place in CRS under its current management. There is no question in my mind that these improvements can only be characterized as remarkable; yet, I feel that the survey will not convey the magnitude of this change to you and others who do not deal with CRS on a daily basis. Perhaps, if the authors of the survey had the advantage of observing these improvements as I have, they would have muted some of their criticisms.

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4. On only one other point do I have strong objections to any part of the IG Survey. This pertains to those sections of the report which use the objectives of Project CHIVE as a measure of CRS's current performance. Project CHIVE had a large influence on the present organization of CRS and its way of doing things, but CHIVE was brought to an end because it was leading in directions which could not be supported by available resources. If Project CHIVE recommendations had been fully implemented, the CRS organization would need on the order of [] rather than [] it uses to carry out its present functions. Even if these resources had been available, I do not believe their investment in CHIVE could be justified by consumer needs. Thus, I feel strongly that CRS performance should be judged in terms of present and foreseeable information processing needs and staff ceilings and not against the objectives established by Project CHIVE.

5. In your comments on the IG Survey, you point out the need for further developing new relationships between the analyst and his information base, increasing analysts' machine manipulation of information systems, and the overriding problem of the ideal information storage and retrieval systems. You also point out, quite properly, that these problems are matters for DDI rather than exclusively CRS attention. I agree and believe that we have made considerable progress in the production offices in developing closer links between the analysts, the computers, and the data bases. This is one of the problems I plan to assign to the new Experimental Studies Group.

6. On the question of the ideal storage and retrieval systems, we encounter an exceedingly complex and potentially extremely expensive problem. I have recently requested the Director, CRS, to undertake additional planning studies to consider this problem, particularly as it involves services of common concern for the community. I share your view that whatever we do in this field it be related to the true needs and desires of the analyst, be manageable, and not be done simply because it is an impressive technical accomplishment. In short, I expect CRS to approach this problem with the same sane, judicious, and pragmatic way in which MAD was developed--but, hopefully, not with the same ultimate disposition imposed on MAD.

7. I have attached to this memorandum my specific comments to each of the 26 recommendations made in the IG Survey. For a number of the recommendations you will note that we have withheld action pending the completion of the OP audit of CRS. In considering the other recommendations, we have made every effort to react positively. In those cases where the IG recommendations are not acceptable, I have explained in some detail the nature of our reservations.



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EDWARD W. PROCTOR
Deputy Director for Intelligence

Attachment:

DDI Comments on IG Recommendations

Distribution:

- Original and 2 - Executive Director w/original copy of IG Survey
 - 1 - Director/CRS w/copy of IG Survey
 - (1) 2 DDI CRS IG Survey file w/copy of IG Survey
 - 1 - DDI Chrono
 - 1 - ADDI Chrono

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DDI Comments on IG Recommendations

Recommendation No. 1

That the Director, Central Reference Service, direct that in one ISG division the Head-of-Line be experimentally disbanded and that the document indexers be physically collocated with branch analysts in an effort to re-establish the integrity of the information process, to reinforce the AEGIS role of the analysts, and to improve process management.

Comments

This recommendation is clearly based on the assumption that all original CHIVE objectives are still valid, particularly that about close communication between input and query handlers. This objective derived from the concept of in-depth indexing. With the decision to reject this concept and to adopt the principle of shallow indexing, the need for the very close working relationship between input and query handlers lost much of its importance and the benefits to be derived from specialization increased in importance. The present arrangements were established as the most rational compromise between these two factors. Furthermore, discussions with managers of all the CRS Information Services units revealed a universal rejection of this recommendation.

The present system, as noted, is a compromise. The ISG Staff Assistant/Indexing Officer (SAIO) coordinates and monitors the five Division Head-of-Line (HOL) operations, establishing uniform indexing, selection and input policies. The indexers in the HOL benefit from the review of their work by the branch area specialists, who see what is going into AEGIS and change coding or activate additional documents for indexing as they judge appropriate. Practical experience shows that the analysts have little cause to make changes.

I believe this compromise remains the most valid approach to document selection and input under present circumstances. At the same time, I recognize the need to improve the analyst's understanding of the AEGIS system and his role in it. A number of steps are being undertaken to achieve this better understanding:

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- a. More rotation of senior personnel between units with heavy AEGIS involvement and those which depend very little on machine storage.
- b. Recruitment of college-trained professionals to fill some of the Document Analyst (HOL) positions with a view to their eventual development as area analysts.
- c. Temporary assignment of area analysts to HOL duties and more supervisory attention to the allocation of the individual analyst's apportionment of his efforts between tasks.

Recommendation No. 2

That the Director, Central Reference Service, consider filling openings in the professional and semi-professional ranks of the Information Services Group with CRS employees of proven ability from the next lower category before resorting to external recruitment.

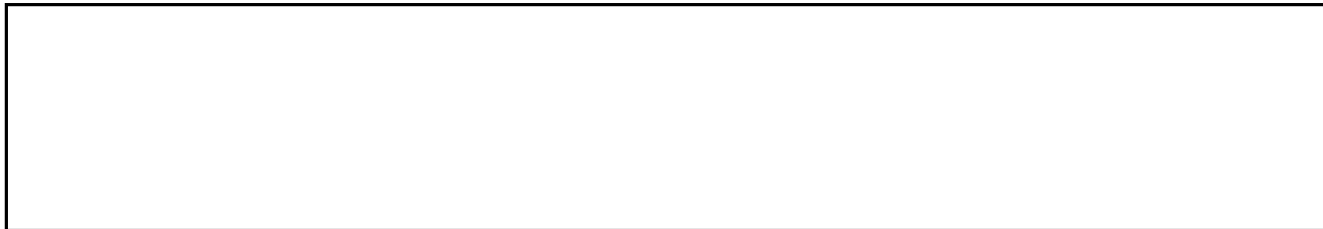
Comments

CRS is quite willing to consider employees from the next lower job category for ISG vacancies, but subject to the test that each vacancy be filled with the strongest available candidate even if that person is an external applicant. In the process of shrinking [REDACTED] positions in 1972, OCR/CRS management has naturally been under pressure to select internal applicants. This has led to some misassignments in the past which CRS would not like to repeat.

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The external job market being what it is, we are getting very promising junior analysts. These applicants clearly have the strongest academic qualifications and require the least area, language and other training.

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out as GS-03's and 04's. Most Document Analysts and Intelligence Assistants now on duty came from CRS clerical ranks.

Recommendation No. 3

That the Director, Central Reference Service:

- a. Consider expanding the membership of the present Career Service Board to include two or more GS-15's as voting members.
- b. Consider establishing a Junior Career Service Panel consisting of officers at about the GS-13 level, perhaps chaired by a Branch Chief, to consider and advise on Career Service matters of employees in grades GS-08 and below.
- c. Require that vacancy notices be routed through the Career Service Board for validation of supervisors' selections.
- d. Require supervisors to take the occasion of nonselection for a vacancy notice position to counsel unsuccessful applicants on career prospects.

Comments

I agree with subparagraph d. and CRS supervisors are presently using nonselection for a vacancy notice position to counsel unsuccessful applicants.

I have some reservations in regard to recommendations 3. a., b. and c. in regard to the extent to which their implementation would amount to superimposing another administrative layer on the normal CRS management structure. I believe that CRS management has every intention and is well on the way to being more responsive to the personnel needs of its staff and can do this without unnecessary elaboration of the Career Service Board.

CRS is already taking steps to meet some of the purposes of Recommendation 3 without expanding its Career Service Board

structure. A positive effort is being made to clarify to the staff how the vacancy notice system works. More officers are being formally involved in the process of decisions concerning personnel. CRS personnel officers and supervisory personnel have been reminded of their responsibilities for personnel service and counseling.

Finally, as part of his program to improve personnel management, the Director, CRS, recently held a conference at the Farm with one-half of his officers responsible for management. I personally participated in this conference and consider it highly successful. (The rest of these officers will participate in a similar conference in the early fall.)

If improvements in these matters do not meet my expectations, I shall instruct CRS to implement all aspects of this recommendation.

Recommendation No. 4

The Director, Central Reference Service, establish and implement a policy of promotion evaluation consistent with the guidelines contained

Comments

I was unaware that CRS was not abiding by referenced regulation nor does the survey cite any evidence that it is not. All CRS employees--including downgraded employees, the primary concern [redacted] should be and are fully considered for promotion.

We count eight employees currently on duty who have been downgraded at one time or another: [redacted]

[redacted] was promoted back to GS-06 in 1965. [redacted] retirement date has been extended twice on compassionate grounds, including consideration of his downgrading. There has been no injustice done in any of these cases as far as I can see. Three are strong performers, one highly proficient. None are in positions with headroom or in serious contention for higher graded positions, but we will ensure that they are given full consideration for opportunities which may arise.

Recommendation No. 5

That the Director, Central Reference Service, designate a member of his staff as the CRS Training Officer and charge this individual with the responsibility of developing and monitoring a Service-wide training program with specific goals and defined purposes.

Comments

The Chief, Administrative Staff, CRS, has been appointed Security Officer, relieving the Deputy Chief and principal personnel officer of these duties and responsibilities. This in turn will lighten the load on the second personnel officer, SP careerist [REDACTED] who has been designated CRS Training Officer. A new Office Notice on Service-wide training policy has been drafted and will be coordinated with OTR when it has finished drafting its own statement of Agency training policies. It encourages training generally and directs the two Group Chiefs, working closely with Division Chiefs, to design and monitor training programs aimed at achieving the specific training goals of each component. The Information Services Group has initiated a series of orientation programs both for professional and clerical personnel. These personnel will have the primary responsibility for the training of individual officers and will work closely with the CRS Training Officer.

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Recommendation No. 6

That the Director, Central Reference Service, allocate part of the resources of the Systems Analysis Staff to the study and analysis of the non-machine information systems used by the Central Reference Service.

Comments

This recommendation is a valid one and CRS has taken steps in this direction. Six task teams were established in November 1971 to define CRS systems planning objectives in anticipation of the five-year planning cycle. Two of these teams--those concerned with biographic production and library/acquisition functions--are only marginally concerned with computer support. SAS has participated in all teams, along with the two Groups, and directs and monitors the day-to-day activities of each team including these. Objectives and priorities have been established, and all teams (now reduced to four) are actively engaged in systems analysis, a review of available technology, and systems redesign. Most CRS functions involve high volume, time-sensitive information processing, and it would be folly not to take advantage of advanced technology when it promises cost effectiveness, but CRS will not ignore those areas where the computer has no role to play nor will it force the computer into areas where it does not belong.

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files. Such reporting was discontinued in 1967 to save manpower. Criteria such as age, life, usage, importance, contingencies, etc. are being defined for each file category. Purge efforts will initially concentrate on areas offering the greatest space savings.

I do not favor establishing arbitrary quantitative goals. File purging, like input, must rest on substantive judgment. I oppose the inclusion of file purging as a specific duty in fitness reports but agree that reference to purging should be included in the narrative of fitness reports on those concerned.

The suggestion that all holdings of installation and town folders be incorporated into the AEGIS data base and that dossiers or folders be reconstituted on demand is not really practical. This suggestion would require preparation of an AEGIS query on line or in a batch mode, retrieval of document citations, and review of these documents on microfilm or hard copy in the master document files. It would not be satisfactory for important installation reference service.

Recommendation No. 8

That the Director, Central Reference Service, direct the discontinuance of the RECON and AEGIS on-line experiments, and continue investigation of more efficient file retrieval systems to replace AEGIS.

Comments

The RECON on-line experiment was discontinued in September 1971. Clearly two continuing experimental systems were too costly and of limited utility. The RECON experiment was intended to develop specific experience, data and reaction which it did.

Continued experimentation is clearly necessary. The AEGIS experiment continues as a necessary training aid, data gathering and experience base and is an increasingly useful working tool. It, or something else, is necessary to achieve the "more efficient file retrieval system to replace AEGIS". Other experiments--of varying duration, cost, and purpose--are probable and will use AEGIS or RECON, both, the RSM in some combination, or something new.

I consider these experiments essential to rational planning for and acquisition of "a more efficient file retrieval system".

CRS is very much concerned with finding a more efficient file retrieval system to replace AEGIS. A task team with representatives from the two operating groups and led by the Systems Analysis Staff is actively engaged in the analysis of requirements, the review of other large file management systems and available technology, and the design of a new CRS on-line file management system.

Recommendation No. 9

That the Director, CRS, consider the abolition of the position of Senior Analyst in the branches of ISG and the reinstitution of the position of Deputy Branch Chief.

Comment

This recommendation will be given serious consideration. The positions and the organization will be reviewed with the objective of making responsibility and authority more clear. However, some GS-13 Senior Analyst positions should remain to retain substantive analysts with superior training, experience and ability. This position provides opportunity for the non-managerial area specialist and is consistent with practice in the production offices and with Recommendation No. 12 which urges us to develop a stronger substantive base with fewer, more highly graded analysts.

Recommendation No. 10

That the Director, Central Reference Service, explore the feasibility of providing each branch chief in the Information Services Group with office space that will ensure privacy of conversation.

Comment

I heartily concur in this recommendation. It is generally recognized that branch chief office space was not adequately considered at the time of the CRS reorganization in 1967. The feasibility of physical relocation and/or floor-to-ceiling partitions is under study.

The immediate problem, of course, is that air ducts in area division office space were not designed for individual offices.

Recommendation No. 11

That the Director, Central Reference Service, direct that a style manual be produced, published, and distributed to all analysts defining the editorial responsibilities of the Production Control Staff and describing the desired editorial philosophies and practices.

Comments

A style manual is probably a good thing and I have reluctantly permitted resumption of work on its drafting. I believe, however, that much of the pressure for a manual is aimed at avoiding thought, careful packaging, and analysis.

The ISG writing course is doing much to further the analysts' understanding of CRS editorial philosophies and practices. Analysts have been told that if they object to substantive changes made in their reports and cannot resolve the problem in discussion with PCS editors, they should raise the question with their branch and division chiefs. Conflicts in this area have lessened overtime and it does not seem to be a serious problem at the moment.

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Recommendation No. 12

That the Director, Central Reference Service:

a. Request the Director of Personnel to have performed an audit of the positions of the Information Services Group with a view toward the possible upgrading of the journeyman analysts' positions, reducing the number of such positions, and using the position points thus acquired to increase the number of positions for intelligence assistants and file clerks.

b. Require the Chief, Information Services Group, to improve the qualifications of his analysts through a systematic program of training and area familiarization.

c. Direct the Chief, Information Services Group, to devise a means of more effectively using his intelligence assistants in responding to customer queries.

Comments

The recommended OP audit of ISG positions is in process. No further action is intended until its findings are known. There may be certain area branches in which we would want to substitute an intelligence assistant or clerical position for an analyst position and to use the point difference to upgrade other analyst positions, but a review of this situation indicates such instances would probably be few.

Recommendation 12.b. is, of course, impeccable. For CRS, it also has some validity. The process of replacing the 1953 training instruction is nearing completion. The drafting of this notice has been slow but careful and has involved consultation with a broad range of CRS employees and with other offices, and is marking time pending OTR's completion of its Agency training statement.

More area experience has long been a DDI-wide goal. I believe that CRS is getting a reasonable share of total DDI opportunity for area experience. Achievement of this objective, consequently, depends in large part on acceptance of increased travel and TDY for DDI personnel.

Subparagraph c. is under consideration and selective experimentation but must be approached with great care. CRS IA's vary greatly in competence and are generally given as much responsibility as they can handle. More may be done in this area as the IG recommends, but it will have to depend on the individual IA and the nature of the request as judged by the responsible analyst.

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Recommendation No. 13

That the Director, Central Reference Service:

- a. Expand to the maximum extent feasible rotational assignments between the Information Services and Support Services Groups.
- b. Encourage transfers of employees of one Group to the other through the vacancy notice mechanism.

Comment

It is agreed that more rotation between the two Groups is a desirable management objective. Two CRS Division Chiefs have been switched since the IG survey was made. Other inter-group exchanges involving [redacted] [redacted] are pending as result of vacancies occurring through retirements and reorganization.

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Recommendation No. 14

That the Director, Central Reference Service, initiate a program of periodic visits to booksellers, publication houses, national conferences, and bookfairs for Acquisitions Branch personnel.

Comments

I agree and steps have been taken to implement this recommendation. Several branch professionals have already made such visits, including visits to the GPO and local bookstores and participation in the 1972 annual meeting of the Association for Asian Studies in New York.

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Recommendation No. 15

That the Director, Central Reference Service, merge the Standard Distribution Unit with the Publication Dissemination Unit of the Dissemination Branch.

Comment

Organizationally, it makes little difference whether Standard Publications (three people) are located in Publications Distribution Section of Support Branch or with the Publications Unit of Collateral Reports Section, Dissemination Branch. Standard Publications was transferred from Dissemination Branch to Support Branch during the 1967 reorganization with the intent to group like clerical and support functions, encouraging "switch hitters" to meet workload imbalances. The present system is working well. I do not see that a return to Dissemination Branch will achieve greater effectiveness or save positions and plan no such action at this time.

Recommendation No. 16

That the Director, Central Reference Service, examine the allocation of manpower resources within the Dissemination Branch with a view toward providing an assistant to the Chief, Publications Unit, and correcting workload imbalances within the Branch.

Comment

The allocation of manpower resources in Dissemination Branch will be examined as recommended. Adjustments will depend on pending staff changes in both the Collateral and Special Sections.

Recommendation No. 17

The Director, Central Reference Service, request the Director of Personnel to have a job audit made [] with a view toward determining the appropriate grade level for the position.

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Comment

This position is being audited by an OP position survey team. CRS responsibilities in this area may change as result of new directives implementing Executive Order 11652.

Recommendation No. 18

That the Director, Central Reference Service, in consultation with the Director of Security, recommend to appropriate authority the assignment either to the Central Reference Service or to the Office of Security of responsibility and authority for the operation of the Agency Top Secret Control System.

Comment

As you know this matter has been resolved and the responsibility and authority for the Agency Top Secret Control System is being transferred to the Office of Security.

Recommendation No. 19

That the Director, Central Reference Service, in consultation with the Director of Security and the General Counsel, seek the revision and d to conform with the functions actually performed by the CIA Classification Control Officer.

Comment

This recommendation is also being taken care of by new Agency regulations implementing Executive Order 11652. I agree with the IG that action is overdue.

Recommendation No. 20

That the Director, Central Reference Service, explore the feasibility of consolidating the Codeword and the Collateral Sections of the Document Services Branch into a single service unit.

Comment

I generally agree with the objective of this recommendation. Single point service has been started for requests based on AEGIS printouts. One-stop service to walk-ins and telephone requesters has recently been instituted in the new Codeword and Collateral reading rooms.

Recommendation No. 21

That the Director, Central Reference Service, negotiate with the Director of Logistics for the transfer to Printing Services Division of the CRS position for the Agency photographer along with the incumbent of that position.

Comment

An agreement implementing this transfer has been effected.


Recommendation No. 22



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Recommendation No. 23

That the Director, Central Reference Service, consider abolishing the position of the supervisor of the microfilming, developing, and copying sections of the Technical Services Branch of the Document and Pictorial Services Division.





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unit under control of DSB, which it serves, and provide for easier work rotation within DSB and within the new Production Section. It would also provide for improved quality control.

Recommendation No. 24

That the Director, Central Reference Service, establish a promotion policy within the ID Career Service that will minimize to the extent feasible the disparate rates of advancement for computer operators and computer programmers.

Comments

The problem here is not the disparate rates of advancement for computer operators and programmers. Records show that there have been more promotions in Operations Branch than in Intelligence Processing Support Branch every year since 1967 except 1971 (programmers 7, operators 6). The real problem is the difference in grade levels. Average grade in IPSB is 10.78, in OB 8.32. This difference is based on the relative complexity of the work and the qualifications and training required.

The OP survey of CRS positions now going on may result in some recommendations in this area.

Recommendation No. 25

That the Director, Central Reference Service, seek ways of improving communications between the computer programmers in the Electronic Data Processing Support Division and the analysts in the Information Services Group, perhaps through temporary detail of programmers to the Information Services Group or through more aggressive resort to systems analysis or both.

Comments

There is, indeed, a communications problem, but it is not as bad now as it once was. For one thing, everyone is conscious that there is a problem and trying to do something about it at all levels.

IPSB participation on the On-Line File Management Task Team has been a most effective means of bringing programmers together with ISG personnel on an important systems development project. IPSB holds periodic project reviews attended by ISG representatives. EDPSD personnel meet regularly with the ISG SAIO and area division SODA's on AEGIS problems. Progress is being made and prospects are as good as we can expect given the compartmented world in which computer people operate.

Rotation is not practical because programming skills are hard to develop, cannot be applied in other areas, and deteriorate rapidly if they are not used.

Recommendation No. 26

That the Director, Central Reference Service, direct the rearrangement of space within the Production Control Section to provide more equitable space distribution and more comfortable working conditions for the key punch operators.

Comment

A check with OCS and ISD disclosed that CRS key punch operators have at least as much space per position as key punch operators in the other computer centers. Their space also exceeds the maximum allocation recommended by UNIVAC. Since one key punch position will be eliminated in August, no further action is required.